

IMPLEMENTATION

INTRODUCTION

The Comprehensive Plan outlines the City's vision for the future. It sets the stage for growth and development. The implementation plan is necessary to carry out that vision. The Comprehensive Plan will have little lasting impact unless there is continuing action to implement and update the Plan.

While the Comprehensive Plan is a policy-based document, implementation tools are more specific. These tools can generally be grouped into reactive and proactive categories. Reactive tools are often regulatory and include zoning and subdivision ordinances, as well as other city codes used to guide development. Proactive tools are often funding programs, such as the city's capital improvement program, to identify public improvement projects or economic development programs to provide incentives for private development.

This chapter identifies the methods that the City of Jordan will use to implement the Comprehensive Plan and its associated goals and objectives. As required by M.S. 473.859, Subd. 4, the Implementation Chapter of Jordan's Comprehensive Plan includes a summary of the following:

- The City's Official Controls including its Zoning Ordinance and Subdivision Ordinance;
- The City's Capital Improvement Plan; and
- A Housing Implementation Program.

This chapter also includes information relating to orderly annexation agreements and procedures for future comprehensive plan amendments.

OFFICIAL CONTROLS

The City of Jordan has adopted a zoning code and a subdivision code to guide land use and development in the city. Zoning and subdivision codes establish land use regulations to promote the health, safety, and general welfare of the public. These codes play a key role in implementing the Comprehensive Plan.

I. ZONING CODE

The City of Jordan Zoning Code was adopted by the City Council in May 2013, with various updates and revisions in the years since. The Zoning Code establishes specific regulations governing land use, floodplain, and shoreland areas. They regulate uses, location, size, and height

of buildings, the arrangement of buildings on a lot, and density or floor area of a given development.

An official zoning map is adopted by reference in the Zoning Code. The City of Jordan is divided into eleven zoning districts, detailed in **Table 10-1**, and shown on **Map 10-1**. There are permitted uses, conditional uses and accessory uses in each district. Overlay districts include Planned Unit Developments, Shoreland, and Flood Plain. These districts apply additional regulations over the underlying standard zoning district. **Table 10-1** provides a high level summary of each standard and overlay district.

**TABLE 10-1
ZONING DISTRICT GUIDELINES**

District	General Description	Primary Uses	Density/Intensity
Residential Districts			
R-1 (Single Family Residential)	This district is intended to allow and preserve low density neighborhoods	Single family detached homes Planned Unit Developments	4 – 8 units/acre
R-2 (Medium Density Residential)	This district is intended to preserve older neighborhoods near downtown Jordan.	Single family detached homes Planned Unit Developments Two-family dwellings	7 – 8 units/acre
R-3 (Townhouse and Multiple Family Residential)	This district is established for townhouse and medium density development	Single family detached homes Planned Unit Developments Two-family dwellings Townhouses Multi-family dwellings	8 -14 units/acre
R-4 (Multiple Family Residential)	This district is established to allow and preserve relatively high density residential areas in the city.	Single family detached homes Planned Unit Developments Two-family dwellings Townhouses Multi-family dwellings Senior housing Rooming houses	10 – 22 units/acre
R-5 (Manufactured Home)	This district is established to allow manufactured home parks	Manufactured homes	7 – 8 units/acre
Commercial Districts			
C-1 (Neighborhood Business)	This district is established to allow commercial uses complementary to and in close proximity to residential uses, and that do not generate large volumes of vehicular traffic.	Retail facilities Personal services Professional services Cafes, bakeries, delis	0.7 FAR
C-2 (Central Business District)	The purpose of this district is to encourage continuation of a viable downtown, to preserve and build on the historic character of the downtown, and to provide a blend of retail and service businesses for the convenience of local residents.	General retail sales and service Professional services Drinking & eating establishments Health & medical facilities Public & private institutional uses Some residential	NA
C-3 (Highway Commercial)	The purpose of the district is to provide for a broad range of commercial activities primarily oriented to highway uses and designed to serve local and regional customers.	General retail and service Professional services Motels & hotels Recreational & educational facilities Housing as part of a PUD	0.7 FAR

District	General Description	Primary Uses	Density/Intensity
Industrial Districts			
I-1 (Light Industrial)	This district is established to preserve areas in close proximity to major thoroughfares for a broad range of light industrial uses.	Auto repair Manufacturing & assembly Warehousing Offices & professional services	0.5 FAR
I-2 (General Industrial)	This district is established to preserve areas in the city for manufacturing, processing, assembly, fabrication, storage and warehousing, distribution, and construction related services.	Auto repair Manufacturing & assembly Warehousing Offices & professional services Contractor's yards	0.5 FAR
Overlay Districts			
Conservancy District	Areas included in the Conservancy District are unsuitable for residential, business, industrial and most institutional development due to flooding, high water table, wetland conditions, restrictive soil conditions, steep slopes and/or natural or wildlife habitat. The Conservancy District may be applied only when over 30% of the total parcel is comprised of wetlands and/or steep slopes.		
Planned Unit Development	PUDs are intended to encourage the efficient use of land and resources, to promote greater efficiency in public utility services and encourage innovation in the planning and building of all types of development. Performance standards of the underlying district apply, with the ability of the City Council to provide deviations from setbacks provided public benefit and maximum densities are met.		
Flood Plain Districts	The flood hazard areas of the city are subject to periodic inundation which results in potential loss of life, loss of property, health and safety hazards, disruption of commerce and governmental services, extraordinary public expenditures for flood protection and relief, and impairment of the tax base, all of which adversely affect the public health, safety, and general welfare. Performance standards of the underlying district apply, with elevation restrictions.		
Shoreland District	The purpose of the Shoreland Overlay District is to protect and enhance the quality of surface waters by promoting the wise utilization of public waters, watercourses and related land resources. The standards contained in the Shoreland Overlay District are in addition to the requirements of the underlying zoning district.		

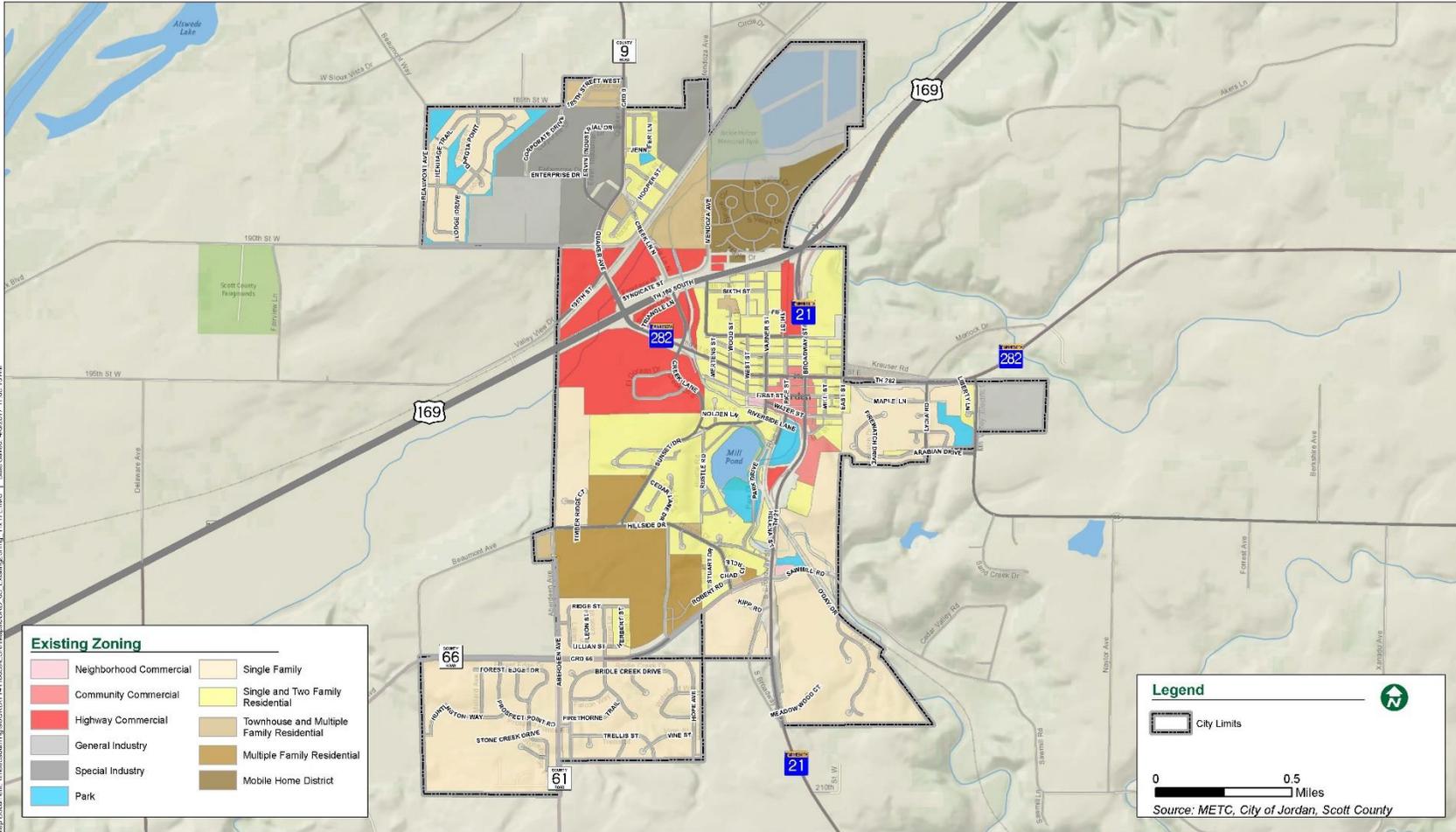
In addition to the above zoning districts, general provisions and performance standards, the City's Zoning Ordinance addresses land and water preservation and protection and Storm Water Management which are in place to implement natural resource goals and policies identified by the City.

MAP 10-1: EXISTING ZONING



2040 Comprehensive Plan
Jordan, Minnesota

Existing Zoning
April 2017



A. Implementation and Recommendations

The Zoning Ordinance is subject to periodic review to ensure consistency with the Comprehensive Plan and overall goals/objectives as defined by the City. The City Council may amend the Ordinance provided the Council adheres to constitutional, statutory, and other lawful procedures. The City shall not approve zoning ordinance amendments which conflict with the current Comprehensive Plan.

In order to ensure the Zoning Ordinance is consistent with the goals and objectives of this Comprehensive Plan the Planning Commission and Council will within nine (9) months after approving the Comprehensive Plan amend the zoning ordinance to ensure it is consistent with the comprehensive plan. This will include, but not be limited to:

1. Making any necessary changes to the zoning map and zoning standards to match modifications to the future land use guidance.
2. Update the description, uses, and any other relevant elements of the C-1 Neighborhood Business District to reflect the expanded C-1 area around the downtown core, and to promote compatibility with adjacent areas.

II. SUBDIVISION ORDINANCE

The City of Jordan Subdivision Ordinance was passed in 2005, with various amendments in the years since then. This Ordinance regulates the division or platting of land within the City's corporate limits.

As with the Zoning Ordinance, state statute requires that the City ensure that there is consistency between the Subdivision Ordinance and this plan.

The Subdivision Ordinance includes provisions that:

1. Dictate procedures for filing, submittal and review (including the required contents of and conditions for) preliminary and final plats.
2. Establish and ensure design standards including: blocks, lots, streets, and other standards which promote the public health, safety, and general welfare.
3. Define parks and open space requirements.
4. Require improvements according to City standards for general improvements, streets, sanitary sewer, water distribution, and public utilities.
5. Address premature subdivisions and the basis for denial.
6. Allow for variances from this Ordinance provided unique circumstances exist.
7. Provide for enforcement of and penalties for violation.

A. Implementation and Recommendations

The Subdivision Ordinance is subject to periodic review to ensure consistency with the City's Comprehensive Plan and overall goals/objectives as defined by the City. The City Council may amend the Ordinance provided the Council adheres to constitutional, statutory and other lawful procedures. The City shall not approve Subdivision Ordinance amendments which conflict with the current Comprehensive Plan.

In order to ensure the Subdivision Ordinance is consistent with the goals and objectives of this Comprehensive Plan the Planning Commission and Council will within nine (9) months after approving the Comprehensive Plan amend the subdivision ordinance to address the following:

1. The Planning Commission and City Council should periodically review park dedication standards to assure they are adequately addressing the needs of the park system through developer dedication. The City should require the Park Board review proposed parkland dedication and/or fee in lieu of parkland dedication and make a recommendation to the City Council relating to the adequacy of said dedication and its consistency with existing plans and ensure fees are appropriate to support capital improvement proposed in the capital improvement plan.
2. The Planning Commission should review options for the development and long term maintenance of conservation easement, including meetings with the Minnesota Public Land Trust, to protect areas identified as potential conservation areas (steep slopes, heavily wooded, etc.).

CAPITAL IMPROVEMENT PLAN

The City of Jordan has instituted a Capital Improvement Program (CIP) to identify projects, prioritize expenditures by year to be completed, identify the estimated cost and sources of funding for the next 5 years. The CIP is reviewed as a part of the annual budget process. The "Integrated Financial Planning Model," developed by Springsted Incorporated, allows the city to review the impact proposed capital projects will have on tax rates, utility bills and trunk/hook-up fees.

The overall objective of the Capital Improvement Plan (CIP) is to provide for the efficient use of fiscal resources in funding future capital expenses. The CIP is a flexible, evolving tool the city uses as a guide for the future. The annual CIP update allows for capital necessity and prioritization changes. Along with anticipated expenditures, the CIP includes proposed sources of funding such as special assessments, enterprise funds (water, sanitary sewer, storm sewer), state aid, annual levy, etc. Expenditures for water, sewer, transportation (street/sidewalk/trail), equipment purchases and public facilities are included. The phasing in of projects which require the same sources of funds assists in retaining a level annual tax levy.

A summary of the Capital Improvement Plan as adopted by the City Council is attached to this chapter in Appendix F, as required by the Metropolitan Council.

HOUSING PLAN

The Metropolitan Council requires the inclusion of a housing plan as a part of the City's Comprehensive Plan Implementation Strategies. Housing Objectives, Policies, and a Housing Plan are included in Chapter 6 of this Comprehensive Plan. The Plan outlines strategies to achieve the following:

1. Maintain and offer a balanced supply of life cycle housing.

2. Maintain and offer a variety of housing types, such as owner-occupied vs. rental, attached versus detached, single-family and multiple-family.
3. Enforce ordinances to ensure well-maintained housing.
4. Provide linkages between housing, recreation and employment.

GROWTH AREAS AND ANNEXATION

The City of Jordan, through its comprehensive planning process, has identified land use needs to accommodate additional residential, commercial and industrial development both within the existing corporate limits as well as in approved annexation areas. The urban growth boundary (included on **Map 2-4** in Chapter 2) is anticipated to meet the needs of the city to the year 2040. The urban growth boundary will coincide with municipal utility service areas and projected capital infrastructure.

The City currently has a Joint Resolution/Orderly Annexation Agreement with St. Lawrence Township for a portion of land to the southwest of the Jordan city limits. This area is included within the 2040 growth boundary. A copy of the agreement is included in Appendix G. The City of Jordan has confirmed its availability to service the area with infrastructure, contingent on development.

At this time, the City does not have a Joint Annexation Agreement Sand Creek Township. Although there have been some discussions on this topic, no agreement is currently under development.

The City of Jordan understands that until the orderly annexation agreement is in place, any annexation outside of an area covered by an orderly annexation agreement will require a comprehensive plan amendment.

Recommendations:

1. Continue to work with St. Lawrence Township on the implementation of their Orderly Annexation Agreement.
2. Work with Sand Creek Township on the development of an Orderly Annexation Agreement.

IMPLEMENTATION STEPS AND TIMELINE

For the comprehensive plan's goals and policies to be effective, they need to be implemented through the use of public programs, fiscal devices, official controls, and other means. **Table 10-2** outlines the goals from each element of the plan, along with the primary tools and strategies for implementation, estimated timelines, and key implementing agencies. This is a summary of actions, and is not intended to include all potential steps to be completed by the city. For the purposes of this table, short term is defined as five years or less, medium term as five to ten years,

and long term as more than ten years. Where appropriate, this table summarizes more extensive descriptions of implementation actions, as covered in the individual chapters.

**TABLE 10-2
IMPLEMENTATION GOALS, TOOLS, AND TIMELINE**

Plan Goal Topic Area	Primary Tools (Policy, Fiscal, and Program)	Implementation Steps and Timeline	Key Implementing Agencies
Land Use			
Residential neighborhoods	Zoning ordinance Subdivision ordinance Code enforcement	<u>Short term:</u> Zoning changes to be consistent with comprehensive plan within 9 months <u>Ongoing:</u> Enforcement of city standards and review of infill projects in existing areas, review of new development and subdivision requests in new areas	Planning Commission, City Council, Planning Staff
Commercial areas	Zoning ordinance Subdivision ordinance Code enforcement	<u>Short term:</u> Zoning changes to be consistent with comprehensive plan within 9 months <u>Ongoing:</u> Enforcement of city standards and review of infill projects in existing areas, review of new development and subdivision requests in new areas	Planning Commission, City Council, Planning Staff, Jordan EDA
Public land use and parks and recreation	Zoning ordinance Subdivision ordinance Capital improvement plan Park dedication/ fee in lieu	<u>Short term:</u> Zoning changes to be consistent with comprehensive plan within 9 months <u>Ongoing:</u> Investment existing and new public facilities and parks	Planning Commission, City Council, Planning Staff, Park Board, Jordan School District, other city departments
Natural resource protection	Zoning ordinance State and federal environmental regulations Local shoreland ordinance	<u>Ongoing:</u> City conformance with environmental standards	Planning staff, Public Works staff, Scott County WMO, Minnesota DNR
Special resource protection	State and federal historic preservation guidelines State guidelines for aggregate resources and prime farmlands	<u>Ongoing:</u> City conformance with state and federal standards and guidelines for resource protection and use	Planning Commission, Planning staff, Minnesota SHPO, Scott County, City Council

Plan Goal Topic Area	Primary Tools (Policy, Fiscal, and Program)	Implementation Steps and Timeline	Key Implementing Agencies
Transportation			
Transportation system planning and management	Subdivision ordinance Capital improvement plan Access management guidelines	<u>Ongoing:</u> Investment in planning for City transportation network maintenance and expansion, participation in county and state plans and projects	Public Works, Scott County, MnDOT, City Council
Transit system planning and management	Transit studies	<u>Ongoing:</u> Participate in County and regional transit studies to assess feasibility of service extension	Public Works Scott County, regional transit providers
Roadway system improvements	Subdivision ordinance Capital improvement plan Access management guidelines Plans and studies State, regional, and federal roadway funding	<p><i>See Transportation Chapter for details on specific roadway projects listed below.</i></p> <p><u>Short term:</u></p> <ul style="list-style-type: none"> • TH 169/TH 282 improvements • Hillside Drive/Sunset Drive and CR 66/TH 21/Sawmill Road intersection improvements • Creek Lane/TH 282 improvements • Varner Street Bridge improvements • TH 169 frontage and backage roads <p><u>Medium to long term:</u></p> <ul style="list-style-type: none"> • TH 21 and TH 282 studies • CSAH 10 extension to TH 21 at Sawmill Road • Road upgrades in 2040 growth area <p><u>Ongoing:</u> Investment in City roadway network maintenance and expansion, review of subdivision requests, participation in county, regional, and state plans and projects</p>	Public Works, Scott County, MnDOT, City Council
Bicycle and pedestrian improvements	Subdivision ordinance Capital improvement plan State and federal bike/ped funding	<u>Ongoing:</u> Investment in City bicycle/pedestrian facility maintenance and expansion, review of subdivision requests, Coordination in county, regional, and state plans and projects	Public Works, Scott County, MnDOT, City Council

Plan Goal Topic Area	Primary Tools (Policy, Fiscal, and Program)	Implementation Steps and Timeline	Key Implementing Agencies
Water Resources			
Maintain sanitary sewer utility to meet current and future needs of community	Capital improvement plan State and federal regulations State and regional grant funding	See implementation section for sanitary sewer in Water Resources chapter and appendices	Public Works, Scott County
Maintain water utility to meet current and future needs of community	Capital improvement plan Zoning and subdivision ordinances State and federal regulations State and regional grant funding	See implementation section for water supply in Water Resources chapter and appendices	Public Works, Scott County, MN DNR
Protect, improve, and preserve wetlands, surface, storm, flood, and groundwater resources within the City	Capital improvement plan Zoning and subdivision ordinances State and federal regulations State and regional grant funding	See implementation section for water supply in Water Resources chapter and appendices	Public Works, Scott County, Scott Watershed Management Organization
Parks and Trails			
Parks and open space system	Capital improvement plan State, regional, and federal parks funding Subdivision ordinance Park dedication and fee in lieu	<u>Short term:</u> <u>Ongoing:</u> Investment in City parks and open space network maintenance and expansion, including recreational elements Coordination in county, regional, and state plans and projects	Park Board, Public Works, Scott County, Carver County, Three Rivers Park District
Trails, sidewalk, and greenway facilities	Capital improvement plan State, regional, and federal bike/pedestrian funding Subdivision ordinance	<u>Short term:</u> Consider grade separated crossing at TH 169 Investigate a complete streets policy for the city Complete a bicycle audit to identify gaps in the existing system and potential improvements <u>Ongoing:</u> Investment in City parks and open space network maintenance and expansion, including recreational elements Coordination in county, regional, and state plans and projects,	Park Board, Public Works, Scott County, Three Rivers Park District

Plan Goal Topic Area	Primary Tools (Policy, Fiscal, and Program)	Implementation Steps and Timeline	Key Implementing Agencies
		particularly as part of regional trail network	
Housing			
Maintain and expand housing options, including affordable units	<i>See full list and descriptions in implementation section of Housing Chapter</i>	Ongoing: Pursue strategies to maintain existing housing stock, expand housing options, increase housing affordability, and link housing to jobs and recreation	Planning Commission, City Council, Planning staff, Scott County CDA
Resilience			
Promote city resilience	City budget Grant funding from public and private sources Coordination with utilities GreenStep Cities program	Ongoing: Coordinate resilience activities across all departments and with partners in community Engage the public and partners to educate about resilience and receive feedback on progress to date Use GreenStep City framework to evaluate city's progress toward meeting its goals	Planning staff, other departments, City Council, utility providers, Scott County, Jordan schools
Economic Competitiveness			
Economic development	Zoning and subdivision ordinances Economic incentives Partnerships with other agencies County and state funding	<u>Short term:</u> <ul style="list-style-type: none"> • Continue working with Scott County on the Hwy 168/TH 282/CR 9 interchange • Continue Business of the Week marketing campaign • Conduct outreach to help determine how the City can strengthen and support the business community • Establish and promote the vision of JEDA • Update Implementation Section of Downtown Master Plan • The City of Jordan will market industrial sites as they become available. <u>Medium to long term:</u> <ul style="list-style-type: none"> • Research strategies, programs, and organizations to help strengthen existing businesses and attract new businesses, including those used by other towns with thriving main streets 	Jordan EDA, Economic development staff, City Council, Scott County, MN DEED

Plan Goal Topic Area	Primary Tools (Policy, Fiscal, and Program)	Implementation Steps and Timeline	Key Implementing Agencies
		<ul style="list-style-type: none"> • Perform a market analysis to determine the types of business uses that are needed and fit in the community • Market the businesses of the community • Market commercial and industrial properties as they become available, focusing on sites and properties outside the city limits (for annexation) • Promote business development and growth <p><u>Ongoing:</u> Continued support for development and investment in commercial and industrial districts</p>	
Public Facilities and Services			
Public facilities and services provision	Capital improvement plan Partnerships with school district, county, and state	Ongoing: Work to ensure provision of adequate public facilities and services through either direct provision, or in partnership with other organizations.	City departments, City Council, Public Works, Jordan School District, Scott County, townships

COMPREHENSIVE PLAN REVIEW AND REVISION

The Comprehensive Plan is intended to guide the growth of the community. As events and circumstances within the community change, the Comprehensive Plan shall be reviewed and updated, as appropriate. Amendments to the Comprehensive Plan shall not occur without public notice, a public hearing conducted by the Planning Commission, City Council final review and approval and approval by the Twin Cities Metropolitan Council. Amendments to the Comprehensive Plan should be considered if there have been changes within the community or issues arise which were not anticipated by the plan.

Recommendations:

1. The Planning Commission and City Council should review and update the Comprehensive Plan at five to ten year intervals to ensure it is a current reflection of the city's growth patterns, community goals and land use needs.

2. Comprehensive Plan amendments will be required with each annexation and rezoning of land outside of the city's current corporate limits and orderly annexation agreement areas.
3. The Comprehensive Plan may be amended upon petition from the public, initiation by the Planning Commission or direction from the City Council. No amendment shall be adopted until a public hearing has been conducted by the Planning Commission with recommendation to the City Council. A 2/3 affirmative vote of the City Council is required to amend the plan.
4. It is recommended that on an annual basis the City Planner report to the Planning Commission and City Council regarding development issues which have occurred as they relate to the Comprehensive Plan, proposed projects which have an impact on the accuracy on the plan projections, and status on a list of implementation goals identified within the plan.